Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 22 May 2009

Message Text

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S/AS: RKELLEY S/P:JKAHAN
T/D: JNYE
ACDA: RWILLIAMSON
S/S :JETHYDEN
AF: WEDMONDSON
----------069987 130438Z /14
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FM SECSTATE WASHDC
TO AMEMBASSY PRETORIA NIACT IMMEDIATE
WHITE HOUSE IMMEDIATE

S E C R E T STATE 218572

NODIS

E.O. 11652: X-GDS-1-2-3

TAGS: MUNC, SF

SUBJECT: SOUTH AFRICAN NUCLEAR ASSURANCES

REFS: (A) STATE 215867; (B) PARIS 26349; C) PRETORIA 4683
PRETORIA FOR THE AMBASSADOR, WHITE HOUSE FOR BRZEZINSKI

1. AS YOU KNOW FROM REF (A) THE PRESIDENT HAS APPROVED FURTHER STEPS TO OBTAIN TANGIBLE ACTION BY THE SAG TO SUPPLEMENT ITS VERBAL ASSURANCES OF PEACEFUL NUCLEAR
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INTENTIONS. ASSISTANT SECRETARY MOOSE WILL BE CALLING IN SAG AMBASSADOR HERE EARLY THIS WEEK TO RECEIVE A DEMARCHE FROM AMBASSADOR GERARD SMITH URGING SOUTH AFRICA TO (1) MAKE AN IMMEDIATE COMMITMENT TO THE NPT INCLUDING A FORMAL PUBLIC STATEMENT OF INTENT; AND (2) UNILATERALLY SUBMIT THE VALINDABA PLANT TO IAEA SAFE-GUARDS AS AN INTERIM MEASURE.

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2. IF OUR CONDITIONS ARE MET, THE US WOULD AGREE TO SUPPLY LEU FOR THE KOEBURG REACTORS. HOWEVER, FOR THE PRESENT, US WILL NOT AGREE TO SUPPLY HEU UNDER ANY CONDITIONS. BEFORE ANY COMMITMENT IS MADE FOR FURTHER SUPPLY OF HEU, THE PRESIDENT WISHES TO SEE SOLID EVIDENCE

OF THE SAG'S WILLINGNESS TO COOPERATE.

3. WE HAVE INFORMED THE FRENCH OF OUR APPROACH AND ASKED THEM TO SUPPORT IT, IF POSSIBLE BY A PARALLEL DEMARCHE INDICATING THE DIFFICULTY THEY WOULD FACE IN SUPPLYING THE KOEBURG REACTORS IF SOUTH AFRICA FAILS TO ACCEPT AND IMPLEMENT OUR PACKAGE. WHILE THEY WILL FIND IT DIFFICULT TO ASSOCIATE THEMSELVES DIRECTLY WITH THE NPT ASPECT OF OUR DEMARCHE, REF (B) INDICATES THEY MAY SUPPORT THE OVERALL APPROACH.

4. WE ARE ALSO INFORMING LONDON AND BONN AND SEEKING REITERATION OF THEIR DEMARCHES ON THE NPT AND THE NEED FOR VALINDABA SAFEGUARDS. WE PLAN TO INFORM MOSCOW OF OUR APPROACH AT ABOUT THE TIME IT IS MADE. WE WILL ALSO KEEP THE CANADIANS, JAPANESE AND NIGERIANS INFORMED.

5. TEXT OF CURRENT DRAFT OF AIDE-MEMOIRE WHICH AMBASSADOR
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SMITH WILL BE PRESENTING IN WASHINGTON FOLLOWS. REQUEST YOUR VIEWS ON WHETHER IT WOULD BE DESIRABLE FOR YOU TO MAKE A SIMULTANEOUS APPROACH IN PRETORIA IN THE FORM OF A LETTER TO BOTHA FROM THE SECRETARY NOTING OUR APPRECIATION FOR THE THREE ASSURANCES GIVEN BY PRIME MINISTER VORSTER AND MENTIONING THAT AMBASSADOR SMITH WILL BE TALKING WITH SOLE REGARDING OUR SPECIFIC CONCERNS.

6. TEXT:QUOTE THE UNITED STATES WELCOMES THE THREE ASSURANCES GIVEN BY THE PRIME MINISTER OF SOUTH AFRICA ON AUGUST 24 AS AN IMPORTANT CONTRIBUTION TO REASSURING THE INTERNATIONAL COMMUNITY THAT SOUTH AFRICA IS NOT CONSIDERING THE ACQUISITION OR DEVELOP-MENT OF NUCLEAR EXPLOSIVES.

7. QUOTE THE UNITED STATES NOTES THAT THE PRIME MINISTER FURTHER STATED ON AUGUST 24 THAT HE WAS WILLING TO DISCUSS THE ACCESSION OF SOUTH AFRICA TO THE NONPROLIFERATION TREATY. IN THIS CONNECTION, THE UNITED STATES WISHES TO COOPERATE WITH THE GOVERNMENT OF SOUTH AFRICA TO RESOLVE QUESTIONS THAT RECENTLY

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AROSE OVER SOUTH AFRICA'S NUCLEAR INTENTIONS AND TO
OFFSET WORLD UNCERTAINTY ON THIS ISSUE AND THE EFFECTS
OF SOVIET PROPAGANDA.

8. QUOTE TO BUILD ON THE GOOD BEGINNING THAT SOUTH AFRICA
HAS MADE, THE UNITED STATES URGES THE GOVERNMENT OF
SOUTH AFRICA PROMPTLY TO MAKE A PUBLIC STATEMENT OF
ITS INTENT TO ADHERE TO THE NONPROLIFERATION TREATY
AND TAKE THE STEPS NECESSARY FOR ACCESSION AT THE
EARLIEST OPPORTUNITY.

9. QUOTE THE UNITED STATES BELIEVES THAT ADHERENCE TO
THE NONPROLIFERATION TREATY WILL SERVE THE INTERESTS OF
SOUTH AFRICA AS WELL AS PROVIDE VITAL REASSURANCES TO
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THE INTERNATIONAL COMMUNITY OF SOUTH AFRICA'S COMMITMENT
EXCLUSIVELY TO THE PEACEFUL USES OF NUCLEAR ENERGY.

10. QUOTE NOTWITHSTANDING THAT IMPORTANT ACTION, WE
BELIEVE INTERNATIONAL CONCERN WILL PERSIST IF SOME
INTERNATIONAL INSPECTION OF THE VALINDABA ENRICHMENT
PLANT DOES NOT SPEEDILY COMMENCE. PENDING DEVELOPMENT
OF SAFEGUARD ARRANGEMENTS PURSUANT TO THE NPT, THE UNITED
STATES URGES SOUTH AFRICA PROMPTLY TO ARRANGE FOR INTERIM
INTERNATIONAL SAFEGUARDS AT VALINDABA. IMMEDIATELY FOLLOW-
ING A SOUTH AFRICAN REQUEST FOR INTERIM INTERNATIONAL
SAFEGUARDS, WE WOULD BE PREPARED, IF DESIRED, TO SEND
QUALIFIED TECHNICAL PERSONNEL TO WORK WITH SOUTH AFRICAN
AND IAEA PERSONNEL IN DEVISING PROCEDURES FOR EFFECTIVE
SAFEGUARDS, AND, IF IAEA IS NOT PREPARED TO CONDUCT AN
INSPECTION OF VALINDABA AT THAT TIME, TO ASSIST IN
MAKING OTHER APPROPRIATE ARRANGEMENTS FOR THAT PURPOSE.
THE UNITED STATES UNDERSTANDS SOUTH AFRICA'S CONCERN
FOR THE PROTECTION OF PROPRIETARY INFORMATION RELATING
TO ITS ENRICHMENT PROCESS. WE ARE PREPARED TO DISCUSS
ANY REALISTIC ARRANGEMENT TO MEET THIS CONCERN, BUT ARE
CONVINCED THAT URGENT ACTION IS NECESSARY.

11. QUOTE THE UNITED STATES WILL CONTINUE TO REVEIW THE
SITUATION, INCLUDING THE STATUS OF THE KALAHARI SITE.
WE ARE CONCERNED ABOUT CONTINUING ACTIVITIES AT THAT
SITE. THE UNITED STATES WILL VIEW WITH THE UTMOST
GRAVITY ANY ACTIVITY WHICH APPEARS TO BE INCONSISTENT
WITH PREVIOUS ASSURANCES.

12. QUOTE THE UNITED STATES CONSIDERS THAT THE STEPS
OUTLINED ABOVE ARE NECESSARY TO ALLAY THE SERIOUS
INTERNATIONAL CONCERN THAT HAS ARISEN OVER SOUTH AFRICA'S
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NUCLEAR INTENTIONS AND WOULD ALLOW THE UNITED STATES TO SUPPLY LOW-ENRICHED URANIUM FUEL FOR THE TWO POWER REACTORS UNDER CONTRACT FROM FRANCE. END QUOTE.

13. RE POINTS IN REF C., WE HAVE DECIDED FOR TACTICAL REASONS NOT TO ATTEMPT DIRECT RESPONSE TO QUESTIONS VORSTER LISTED IN AUGUST 24 SPEECH AS WE ARE UNABLE AT THIS TIME TO GIVE SAG SATISFACTION ON ANY OF THESE EXCEPT FOR SUPPLY OF LOW ENRICHED URANIUM (ASSUMING OUR CONDITIONS ARE MET) AND WILL HAVE TO RESPOND NEGATIVELY IF SAG INSISTS ON HAVING HIGHLY ENRICHED (WEAPONS GRADE) URANIUM. SEE PARA 2 ABOVE. VANCE

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